



STATE OF INDIANA
OFFICE OF THE GOVERNOR
State House, Second Floor
Indianapolis, Indiana 46204

Mitchell E. Daniels, Jr.
Governor

November 2, 2007

The Honorable George W. Bush
President of the United States
The White House
Washington, D. C. 20202

Through: Edward G. Buikema
Regional Administrator
Federal Emergency Management Agency
Region V
536 South Clark Street, 6th Floor
Chicago, Illinois 60605-1521

Dear Mr. President:

Under the provisions of Section 401 of the Robert T. Stafford Disaster Relief and Emergency Assistance Act, 42 U.S.C. 5121-5206 (Stafford Act), and implemented by 44 CFR 206.36, I request that you declare a major disaster for the State of Indiana as a result of severe storms and tornado that occurred on October 18, 2007 affecting Elkhart, Kosciusko and Marshall Counties.

The National Weather Service, Northern Indiana Forecast Office, provides the following meteorological analysis of the storm development: "Convective initiation occurred shortly after 4 pm from central Illinois into northwest Indiana in response to a secondary mid level shortwave trough ejecting out of central Missouri and increasing forced ascent. 18Z special sounding from Lincoln Illinois (KILX) showed dramatic mid level cooling as a result of the ejecting mid level shortwave trough. Rapid scan visible imagery showed aggravated CU/TCU development by late afternoon with continued surface based destabilization and low level moisture advection within mid level dry slot left behind lead shortwave trough which spawned widespread showers and thunderstorms earlier in the day. An unseasonably strong upper level wind maxima associated with this ejecting trough and backing surface flow led to extreme deep layer wind shear. Several broken lines of discrete super cells developed in the evening although the storm responsible for this tornado developed toward the end of the event. Numerous storms exhibited intense low level rotation with several reports of funnel clouds but all but this particular storm failed to produce actual tornadoes."

The National Weather Service surveyed the damages on October 19, 2007 and filed this report: "Damage assessment teams from the National Weather Service Forecast

Office in Northern Indiana confirmed a single tornado touchdown during the late evening hours of October 18th. Damage associated with this long track tornado began near the intersection of 12B road and Gumwood road...just west of Bourbon around 10:05 pm EDT. Shingle and tree damage was found...consistent with an EF0. As the tornado moved rapidly northeast at over 50 mph, it intensified rapidly, tracking between Bremen and Bourbon. Several structures, trees and power lines suffered varying degrees of damage with the intensity reaching high end EF1 intensity just prior to crossing into Kosciusko County near 1000N along the county line with a path width near 1/2 mile. The tornado continued to intensify over northwest Kosciusko County, reaching EF3 intensity, just south of Nappanee with 17 homes suffering extensive damage. The tornado contracted as it entered into southeast Nappanee, reaching max intensity of a high end EF3 with winds estimated at 165 mph, and caused widespread severe damage to homes and businesses within its quarter mile path width. Over 100 structures suffered significant damage or were destroyed in Nappanee. The tornado continued moving northeast out of town...northeast of Nappanee...but weakened with EF1/EF0 damage observed prior to lifting near the intersection of CR46 and CR17. The tornado path extended for 20 miles with a maximum width of one half mile and a peak intensity of EF3 on the Enhanced Fujita Scale. Despite the time of day, only minor injuries, consisting of mainly bumps, bruises and cuts, were reported."

The National Weather Service provided information regarding the possibility of tornadoes associated with this event over the previous two days. Conference calls providing briefings on the expected severe weather were conducted by NWS with emergency personnel and broadcasters throughout the state. The proactive role of the NWS and area broadcasters in providing information to the public well in advance, over the two day period leading up to the event, coupled with the warning and response actions of local governments, no doubt, saved lives and reduced injuries.

In response to the situation, I have taken appropriate action under Indiana Code and directed the execution of the State Emergency Plan on October 18, 2007, in accordance with Section 401 of the Stafford Act.

Under Indiana Code, I declared a State of Disaster Emergency on November 1, 2007 for Elkhart, Kosciusko and Marshall Counties.

The State of Indiana maintains a current, approved standard hazard mitigation plan. It is anticipated that the plan will be updated no later than April, 2008.

On October 23, 2007, I requested a joint federal state, and local survey of the damaged areas. Preliminary assessments indicate the most severe impacts were to homes and businesses in Elkhart and Kosciusko Counties, particularly in the City of Nappanee. The tornado swept a one half mile swath of destruction over a 20.8 mile path beginning

just west of Bourbon, in Marshall County, traveling through the northwestern corner of Kosciusko County, and ending just northeast of Nappanee, in Elkhart County. This continuous path of damage destroyed 51 homes and caused major damage to an additional 137. An additional 201 residences were determined to have sustained minor damage or were affected. The preponderance of the damage occurred in the small rural Elkhart County community of Nappanee (population 6,710). It is important to note that a small portion of the city's south side (130 homes) is situated in Kosciusko County. Of the homes damaged, only very few were Amish or Mennonite owned properties. Local building officials, when performing inspections of damaged homes, are finding that homes previously categorized as minor damage have shifted on their foundations.

Based upon the large number of destroyed and major damaged residences, temporary housing will be an issue. Rebuilding and repairing residences will take many months in most cases. The construction season is nearing an end in this region. Many families, who are fortunate enough to have adequate insurance, will be able to begin planning their recovery. Many victims will not have adequate insurance proceeds to repair or rebuild. While there is insurance, there are those homeowners who are grossly under insured. American Red Cross (ARC) estimates indicate that only 25 percent of the homes damaged in Kosciusko and Marshall Counties have any form of insurance. ARC estimated that only half of the homes in Elkhart County have some form of insurance. Of those that are insured, there is very little replacement insurance in place. It has also been determined that renters insurance, at less than 3 percent, virtually does not exist. Rental housing is in very short supply throughout the area. School age children of displaced families will be forced to attend different school systems. Employees of area industries and businesses will be forced to travel longer distances to their local places of employment and to their churches, doctors, etc., enduring increased transportation and fuel costs. According to the US Census Bureau, Nappanee residents have the shortest commuting distances in the state. Most residents both live and work within the community. This forced relocation poses a major disruption of family life and greater hardship for many of the victims.

The Indiana Legislature's Interim Study Committee on Mortgage Lending Practices and Home Loan Foreclosures met for the first time on August 16, 2007. The following are statements from their first meeting: "Indiana has one of the highest foreclosure rates in the nation. Low wages and joblessness resulting from the loss of manufacturing jobs has created a climate unfavorable to owning and/or buying a home in Indiana, which has resulted in more families losing their homes to foreclosures. Sub-prime lending is also responsible for Indiana's high foreclosure rate. The low and/or zero down payment offers and accessibility of sub-prime loans easily attract the target consumers. However, sub-prime loans are very risky investments, often leading to rapidly increasing interest rates, which lead to foreclosures".

Unfortunately, the manufacturing industry serves as the primary sector of the local Nappanee City economy. Families already struggling to maintain their homes are now faced with greater financial need than ever before. This traumatic event, coupled with mounting recovery costs, will increase the need for mental health services.

Unemployment is also a critical issue in this disaster. Two of the City's major employers, Fairmount Homes, a manufacturer of modular homes (and major supplier of travel trailers during the Hurricane Katrina/Rita housing emergency) and Gulfstream, a travel trailer manufacturer, both had production facilities seriously damaged. Several of its operating units were destroyed. Collectively, these companies employ over 3000 local residents. Franklin Coach, a company with a workforce of 65, is unable to operate. Its manufacturing facilities suffered a direct hit by the tornado at its greatest intensity. At this time, it is doubtful that the company will be able to reopen. Employees are presently laid off with no anticipated return date. Currently, voluntary agencies are providing minimum financial assistance to these employees to meet their immediate living expenses.

Unemployment rates and poverty rates were at 4.8 percent and 10.1 percent respectively in Elkhart County; 4.8 percent and 7.9 percent respectively in Kosciusko County; and 5.3 percent and 8.1 percent respectively in Marshall County. Unemployment rates for the affected areas are well above the state 3.3 percent average. From nearly 8 percent to over 10 percent of the population of the affected counties live in poverty which is also well above the 6.7 percent state average.

A total of 107 businesses have sustained physical damages and many more have been impacted indirectly as a result of this disaster. Even minor damages can have a major impact on business. Consideration must be given to the fact that many businesses depend upon industries that have sustained major damage. Companies that supply the local manufactured housing industry have been impacted. In addition, local businesses will suffer economic injury as a result of the layoffs or decreased incomes of the local workforce. Mortgages will be at risk of default. This disaster has far reaching impacts on the economy of the entire region. Virtually every enterprise in the community has been adversely affected by this disaster, either physically or economically.

The City of Nappanee lost several buildings that housed its Street Department facilities. Water treatment and distribution as well as waste water systems were also harmed. Equipment stored at the Street Department was destroyed. Damages were reported to several city owned pieces of equipment including a fire truck. Physical damages and debris removal costs are still being tabulated by the City. Preliminary estimates, to date, indicate that nearly \$900,000 in damage was sustained by the City. This amount is expected to increase as work continues. These costs will be passed on to

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city residents who are already experiencing the adverse affects of the disaster. Nappanee city property tax is one of the highest in the state. Currently, the estimated damage sustained by the City equate to over \$132 per capita. These costs will, in all probability, place the city in fiscal crisis.

I have determined that this incident is of such severity and magnitude that effective response is beyond the capabilities of the State and affected local governments and that supplementary federal assistance is necessary. I am specifically requesting the implementation of Individual Assistance Programs including Individual and Household program, Disaster Housing, Other Needs Assistance, Crisis Counseling, Disaster Unemployment Assistance, U.S. Small Business Administration Disaster Loans, and Hazard Mitigation state-wide.

I am specifically requesting Individual Assistance programs for Elkhart, Kosciusko and Marshall Counties.

I intend to implement the Other Needs Assistance Program as shown in Table A.

I reserve the right to request the Public Assistance Program once infrastructure damages are fully understood.

Preliminary estimates of the types and amount of assistance needed under the Stafford Act are tabulated in Enclosures A and B. Estimated requirements for assistance from certain Federal agencies under other statutory authorities are tabulated in Enclosure C.

The following information is furnished on the nature and amount of State and local resources that have been used to alleviate the conditions of this disaster:

The Indiana State Police (ISP) provided traffic control, search and rescue and security.

The Indiana Department of Transportation (INDOT) provided traffic control and debris removal assistance.

The Indiana Department of Natural Resources (IDNR) provided traffic control, search and rescue and security.

The Indiana Department of Insurance provided on-site services to assist disaster victims with insurance claims.

Indiana Department of Workforce Development dispatched a WorkOne Rapid Response Team to the area to support the workers whose places of employment have been damaged or destroyed.

The Indiana Utility Regulatory Commission maintained constant surveillance of power outages keeping the EOC advised of the severity and estimated times of restoration.

The Indiana Department of Homeland Security provided overall direction and control on my behalf, on-site coordination of response operations, continuously monitored the situation, surveyed stricken areas and coordinated with federal agencies including the Federal Emergency Management Agency. The Division of Fire and Building Safety provided technical assistance and inspection services as well as providing damage assessment information on homes, and monitored fire operations throughout the affected area.

Volunteer agencies are providing immediate needs assistance. Presently, the American Red Cross, Elkhart Chapter, is still assisting Nappanee victims with financial support (vouchers), food and clothing needs.

The Salvation Army is feeding disaster workers, volunteers and victims as well as providing other essential immediate services.

The Hope Crisis Network (HCN) is assisting in rebuilding and repairing damaged homes. HCN is currently operating from the Nappanee Missionary Church. HCN is accepting donations at the church as well as using it as a distribution point.

The United Methodist Committee on Relief (UMCOR) is assisting in debris removal in Nappanee as well as Kosciusko and Marshall Counties.

Church World Service is assisting in the coordination of volunteers and the local Long Term Recovery Committee. Regular meetings are being conducted to coordinate the volunteer effort.

Volunteer agencies are also assisting families in Marshall County to meet their monthly housing financial obligations. Volunteers are working to clear nearly 400 fallen trees from private property in Marshall County.

To date, over 42,400 volunteer hours have been provided to assist the affected area. Many of the volunteers have been engaged in the debris removal activities. Over 700 trees are being cleaned up by volunteers. Voluntary agency support in this disaster has been outstanding. While the voluntary agencies are doing a magnificent job, the magnitude and scope of this disaster requires resources and capabilities beyond what these essential organizations can provide.

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I certify that for this major disaster, the State and local governments will assume all applicable non-Federal share of costs required by the Stafford Act. Total expenditures are expected to exceed \$ 73,464.00, in accordance with the table in Enclosure D.

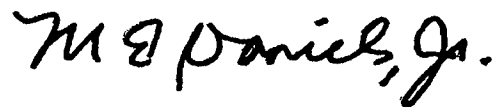
In addition, I anticipate the need for debris removal, which poses an immediate threat to lives, public health, and safety. Pursuant to Sections 403 and 407 of the Stafford Act, 42 U.S.C. 5170b & 5173, the State agrees to indemnify and hold harmless the United States of America for any claims arising from the removal of debris or wreckage for this disaster. The State agrees that debris removal from public and private property will not occur until the landowner signs an unconditional authorization for the removal of debris.

I have designated J. Eric Dietz as the State Coordinating Officer for this request. He will work with the Federal Emergency Management Agency in damage assessments and may provide further information or justification on my behalf.

County and city officials responded to this event displaying a high degree of professionalism. Operations were conducted in a rapid and efficient manner. Their proactive role in warning and response were a key element in lessening injuries and preventing fatalities. Nonetheless, this storm system has caused serious damage to both residential and public property. The low insurance levels and high per capita costs greatly impact this rural disaster area. The voluntary agencies are struggling to meet the immediate needs of the storm victims. The resources required to address the recovery needs of these rural counties reside in the FEMA Individual Assistance programs. Temporary housing is needed. Other needs Assistance is required.

I look forward to your earliest reply.

Sincerely,

A handwritten signature in black ink, reading "M E Daniel, Jr." with a stylized, cursive script.

Attachments: A

Enclosures: A, C, D

STATE OF INDIANA
EXECUTIVE DEPARTMENT
INDIANAPOLIS

EXECUTIVE ORDER 07-19

**FOR: DECLARING A DISASTER EMERGENCY IN ELKHART, KOSCIUSKO
AND MARSHALL COUNTIES DUE TO DEVASTATION CAUSED BY A
TORNADO AND SEVERE STORMS**

TO ALL TO WHOM THESE PRESENTS MAY COME, GREETINGS:

WHEREAS, on October 18, 2007, a tornado touched down west of Bourbon, in Marshall County, Indiana and traveled northeast through Kosciusko county and Nappanee, in Elkhart County, Indiana leaving behind a twenty-mile path of destruction;

WHEREAS, the tornado and severe storms damaged nearly 400 homes, with 51 homes destroyed and 137 homes suffering major damage;

WHEREAS, the tornado and severe storms also destroyed or damaged numerous business and government buildings, including 3 recreational vehicle plants, Fairmont Homes, Gulf Stream Coach and Franklin Coach, that are among the City of Nappanee's largest employers.

NOW, THEREFORE, I, Mitchell E. Daniels, Jr., by virtue of the authority vested in me as Governor of the State of Indiana, do hereby:

DECLARE that a state of disaster emergency exists in Elkhart, Kosciusko and Marshall Counties; and

ORDER the Indiana Department of Homeland Security, having already implemented the State Emergency Plan, to provide needed emergency services to the damaged areas of Indiana impacted by the tornado and to coordinate assistance with appropriate federal, state and local agencies.

This declaration of disaster emergency was in effect beginning on October 18, 2007 and continues.



IN TESTIMONY WHEREOF, I,
Mitchell E. Daniels, Jr., have hereunto
set my hand and cause to be affixed the
Great Seal of the State of Indiana on this
1st day of November, 2007.

M E Daniels, Jr.
Mitchell E. Daniels, Jr.
Governor of Indiana

ATTEST: *Todd Rokita*
Todd Rokita
Secretary of State

Enclosure A
Estimated Requirements for individual Assistance
The Stafford Act

Temporary Housing	Repairs	Replacement	Permanent Housing	Other Assistance	Other Programs (Disaster unemployment Assistance, Legal Services and Crisis Counseling)
\$60,564	\$1,318,280	\$468,894	TBD	\$226,514	TBD

Enclosure C
Estimated Requirements Other Federal Agencies
The Stafford Act

County	SBA Home Loans	SBA Business Loans	FSA Loans	NRCS
Elkhart	\$6,570,000	\$18,600,000	TBD	TBD
Kosciusko	\$1,541,000	\$ 355,000	TBD	TBD
Marshall	\$ 515,000	\$ 0	TBD	TBD

ENCLOSURE D
Governor's Certification

I certify that for this current disaster, State and local expenditures and obligations will include the non-federal share of costs required by the Stafford Act. As stated in my basic letter, and based on information available at this time, tabulation of these estimated expenditures and obligations are as follows:

CATEGORY OF ASSISTANCE	AMOUNT	
	State	Local
Individual Assistance		
"Other Assistance" under Individuals and Households Program		
Households Program	\$ 56,628	0
Other	0	TBD
Total	\$ 56,628	0
Public Assistance:		
Category A - Debris Removal	\$ 0	0
Category B - Emergency Protective Measures	0	0
Category C - Roads and Bridges	0	0
Category D - Water Control Devices	0	0
Category E - Buildings and Equipment	0	0
Category F - Utilities	0	0
Category G - Other (Parks, Recreational Facilities, etc.)	0	0
Total:	\$ 0	\$ 0
Grand Total:	\$ 56,628	\$ 0